

# PARTNERSHIPS

“WE HAVE ALREADY BEGUN TO CUT INFRASTRUCTURE AND IMPROVE EFFICIENCIES THROUGH TECHNOLOGY AND MANAGEMENT INNOVATION, PRIVATIZATION, AND BY BUILDING MEANINGFUL PARTNERSHIPS WITH INDUSTRY, REGULATORS, TRIBAL NATIONS, NONGOVERNMENTAL ORGANIZATIONS, AND THE PUBLIC.”

—**SHERRI W. GOODMAN, DEPUTY UNDER SECRETARY OF DEFENSE**  
(ENVIRONMENTAL SECURITY)

DoD views partnering as an important way to improve the quality of decisions and accomplish its environmental mission. According to DoD’s July 1996 Partnering Guide: “Partnering is designed to break down organizational barriers that block performance. Typically, the ‘partners’ are organizations that in the past have worked at arm’s length, or have even had competitive or adversarial relations. For DoD’s environmental mission, partners might include DoD agencies and contractors, EPA and state regulatory agencies, other federal and state agencies, local governments, Tribes, RABs, other community groups, and private individuals.”



Partnering Guide for  
Environmental Missions of the Air  
Force, Army, and Navy (1996)

[http://www.hq.usace.army.mil/  
cemp/c/partner.htm](http://www.hq.usace.army.mil/cemp/c/partner.htm)

This publication is helpful in  
understanding the partnering  
process, its benefits, and its  
applications

DoD actively seeks to partner with states and communities in cleaning up sites at active and closing installations and at FUDS. These partnerships are integral to the continued success of DoD’s cleanup program. The

Department shares success stories and lessons learned and continues to pursue new opportunities and better tools for facilitating these relationships as the DERP moves toward a successful conclusion.

## PARTNERING WITH TRIBAL NATIONS

“WE FEEL THAT WITH THIS AGREEMENT THE DEPARTMENT OF DEFENSE SHOWS RESPECT FOR AND RECOGNIZES OUR DESIRE TO RETAIN TRIBAL AUTHORITY OVER OUR OWN LANDS.”

— **EMMA FEATHERMAN-SAM, DIRECTOR,**  
**BADLANDS BOMBING RANGE PROJECT**

Partnering with tribal nations in government-to-government relationships is an important aspect of DoD’s partnering initiative. In FY97, DoD entered into a Memorandum of Agreement (MOA) with the Oglala Sioux tribe concerning the Formerly Used Defense Site known as the Badlands Bombing Range (BBR), which is located on the Pine Ridge Reservation in South Dakota. The MOA and the accompanying Cooperative Agreement (CA) that serves as the funding mechanism for the MOA outline the technical review and services that will be



## Cleanup Program in Action

### *Amchitka Island*

Amchitka Island is a Formerly Used Defense Site that occupies 71,000 acres of environmentally sensitive land in Alaska. Conducting environmental cleanup activities on the island can be very challenging and costly because of the island's remote location. It was also significant that Amchitka Island is part of the Alaska Maritime National Wildlife Refuge and is home to the Aleutian Canada Goose, a threatened species.

The cleanup team, consisting of the U.S. Army Corps of Engineers (USACE), the Department of Energy (DOE), and the Navy, is weathering the island's harsh conditions to clean up contaminated areas and reduce the risk to human health and the environment. The team also consulted the U.S. Department of the Interior because of the sensitive ecological areas on the island.

The cleanup project on Amchitka Island is truly a team effort. After the cleanup contract was awarded by USACE, fieldwork began. Because there are no habitable facilities on the island, the effort included establishment of a camp to support 35 cleanup personnel. More than 40 percent of the total contract was allocated to small or disadvantaged business concerns. In fact, Alaska native-owned enterprises provided much of the transportation, camp services, and logistical support. DoD often prefers to hire locally owned businesses, especially in remote areas, because they are the most familiar with the terrain and the sometimes unpredictable conditions.

Mobilization of equipment and personnel to work in this remote location also posed a challenge. Because DOE and the Navy shared mobilization and logistics costs with the Army, the amount of fieldwork that could be performed was increased by 30 percent. In addition, by pooling the resources of the federal partners, the team saved over \$250,000.

provided by the Oglala Sioux tribe at this site. The agreement marks the first government-to-government environmental agreement between DoD and a tribal nation.

DoD used BBR as a training range during World War II. As a result, there is a large quantity of unexploded ordnance on the site. Because of the safety risks associated with this unexploded ordnance, the Oglala Sioux cannot fully enjoy their rights to their ancestral lands.

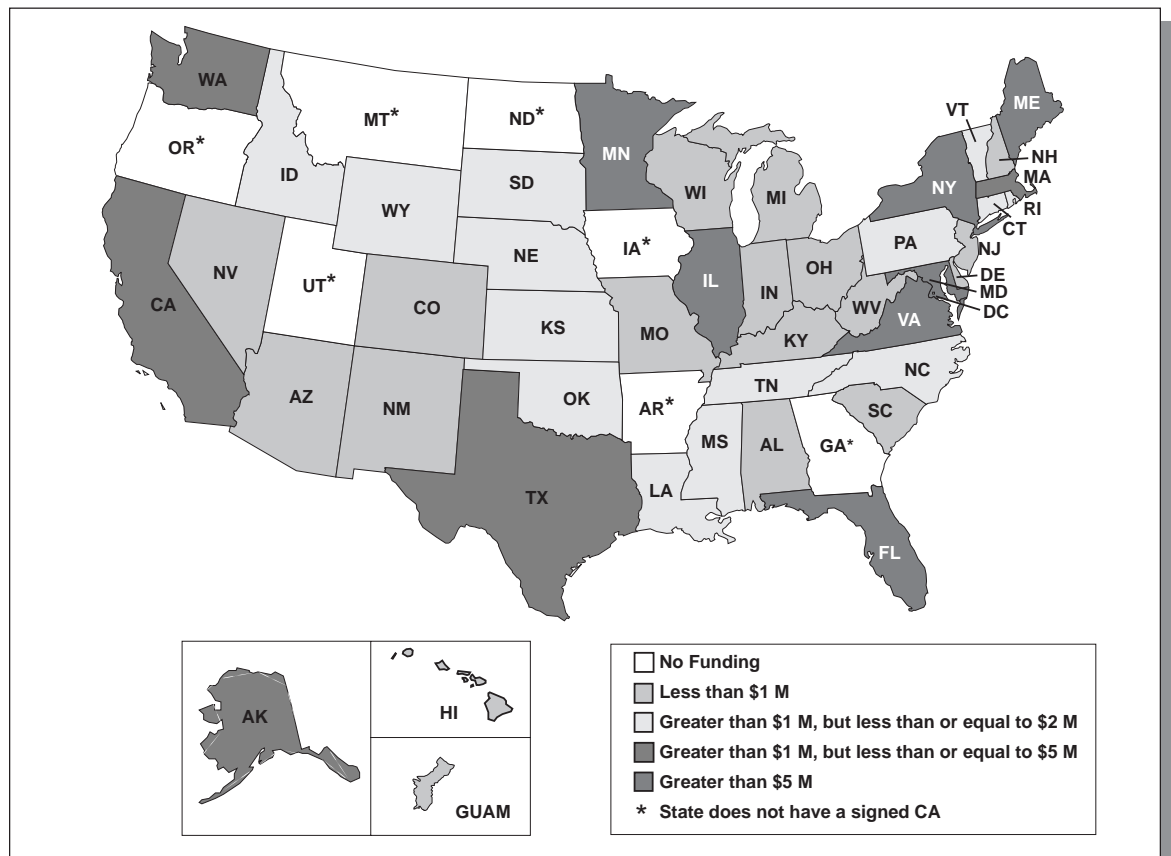
Under the CA, members of the tribe will be trained to assist in restoring the former range. Tribe members not only will have a direct role in cleaning up their lands, but also will be learning technical skills that may lead to future employment. This training and participation are of particular importance because the tribe has a high rate of unemployment.

## DEFENSE AND STATE MEMORANDUMS OF AGREEMENT/COOPERATIVE AGREEMENTS

The Defense and State Memorandum of Agreement (DSMOA) is one of several mechanisms used to foster partnerships with states. The DSMOA program, which is administered by the U.S. Army Corps of Engineers (USACE), provides a means of reimbursing states and territories for the technical services they provide in support of investigation and cleanup efforts at DoD facilities. It also establishes a procedural framework for payment. A DSMOA represents a commitment between DoD and a state or

territory, but it does not obligate or commit funds. Actual funding authority is provided by a Cooperative Agreement, which provides a specific 2-year plan for restoration activities in the designated state or territory and provides a projection of activities for the following 4 years. At this time, 48 states and territories have signed DSMOAs, and 45 states and territories have entered into CAs with DoD (Figure 20). More information concerning specific DSMOA and CA programs is provided in Appendix C.

**Figure 20**  
**DSMOA Reimbursements**  
**FY90—FY98**



Services that qualify for reimbursement through CAs include, but are not limited to, technical review, comments, and recommendations on documents or data; identification and explanation of state or territorial requirements; site visits; participation in public education and community involvement activities, such as technical review committees (TRC) and RABs; independent quality assurance/quality control efforts; activities associated with the preparation and administration of the DSMOA/CA agreement; and other state or territorial services enumerated in installation-specific agreements.

The DSMOA program applies to all active and closing installations, beginning at the site

identification stage and continuing through Site Closeout. FUDS also are covered by the DSMOA program after site eligibility for ER funding has been determined, provided that there is no pending litigation by the state against DoD concerning that site and that no supplemental funds from DoD or other federal sources have previously been provided. Reimbursement is provided for up to 1 percent of ER or 1.5 percent of BRAC environmental cleanup costs.



DSMOA  
<http://www.mrd.usace.army.mil/mrdded-h/access/DSMOA/dsmoa.html>

A guide to the DSMOA program and process



## Cleanup Program in Action

### *Naval Ordnance Station*

In September 1995, the Navy announced that the Naval Ordnance Station in Louisville, Kentucky (NOSL) was scheduled for closure under the Base Realignment and Closure Act. As with many BRAC properties, the community around NOSL will have to chart a new course for this once vital economic hub.

The Louisville Jefferson County Redevelopment Authority (LJCRA) was formed shortly after the announcement of the decision to close NOSL. LJCRA's redevelopment plan involved leasing the property to the redevelopment authority, which would then sublease parcels to private industries. The plan stipulated that the Navy will continue limited operations on the base in the capacity of a private firm. This plan of action would enable operations to continue, while saving jobs for the community.

Although the base's future had been determined, problems from its past still had to be remedied. Years of operations at the base required the Navy to perform several environmental cleanup projects. Various environmental laws and regulations require state regulators to review and approve all planned cleanup activities. The DSMOA program provides a vehicle for accelerating the document review process. The BRAC cleanup team and the Kentucky Department for Environmental Protection meet monthly to review and revise cleanup plans and documents. These meetings have enabled the Navy to reduce the number of documents submitted to the state. In addition, addressing the state's concerns before documents are submitted for review has accelerated the review process.

The Navy estimates that it has saved at least \$60,000 through its partnering efforts with the state of Kentucky. This success is attributed to a simple formula: effective and frequent communication between partners. As the Navy works to clean up NOSL, the community can search for new and productive uses for the property.

## COMMUNITY INVOLVEMENT

“COMMUNITY PARTICIPATION IN DoD’S CLEANUP PROGRAM IS THE KEY TO OUR SUCCESS. WE TAKE GREAT CARE TO KEEP THE PUBLIC INFORMED AND INVOLVED IN ENVIRONMENTAL CLEANUP DECISIONS WHICH IMPACT THEM.”

—**SHERRI W. GOODMAN, DEPUTY UNDER SECRETARY OF DEFENSE**  
(ENVIRONMENTAL SECURITY)

Community involvement in DoD’s environmental cleanup efforts remains a strong component of the DERP. The major vehicle for involving citizens who live on or near a military installation in the cleanup decision-making process is the restoration advisory board. RABs complement other community involvement activities, such as public meetings, mailings, and local information repositories. These boards bring together persons who reflect the diverse interests of a community and who can help identify issues of concern. In addition to members of the local community, RABs include representatives of the installation, EPA, the state, and tribal and local governments.

During FY97, 332 military installations in the United States and its territories participated in RABs. The *Restoration Advisory Board Report to Congress for Fiscal Year 1997* is included as a supplement to this report. It details recent progress and successes in the RAB arena.

## TECHNICAL ASSISTANCE FOR PUBLIC PARTICIPATION

Technical Assistance for Public Participation (TAPP) is a program designed to help community members of RABs and TRCs provide advice on cleanup of DoD installations and FUDS. It enables private sector sources to help community members understand the scientific and engineering issues underlying an installation’s environmental restoration activities. This assistance fosters increased citizen trust, confidence, and involvement.

TAPP represents the fruition of congressional and DoD efforts to provide the public with technical assistance on environmental restoration issues. In the FY95 NDAA, Congress authorized the provision of such assistance to foster public participation. In response to this authorization, DoD published a Notice of Request for Comments on May 24,



RAB Information Home Page  
<http://www.dtic.mil/envirodod/rab/>  
Lists publications and information regarding RABs



RAB Resource Book  
<http://www.dtic.mil/envirodod/rab/rabresource/>  
Tools for establishing and operating RABs; this web site also provides several other sources of information



Proposed RAB Rule  
[http://www.dtic.mil/envirodod/rab/rab\\_fedr.html](http://www.dtic.mil/envirodod/rab/rab_fedr.html)  
DoD’s 1996 proposed rule, which is awaiting finalization



1995, seeking alternative methods of funding the technical assistance. Congress revised this authority in the 1996 NDAA. Subsequently, DoD proposed a rule that includes regulations for providing technical assistance to RABs and TRCs and specific requirements for obtaining this assistance. The proposed rule was issued on December 27, 1996, and public comments were considered and incorporated where appropriate. The final rule was published on February 2, 1998. In FY97, DoD pilot-tested the program at Naval Air Station North Island with successful results.



Final TAPP Rule  
[http://www.dtic.mil/envirodod/rab/63fr\\_tapp.html](http://www.dtic.mil/envirodod/rab/63fr_tapp.html)  
 DoD's rule on facilitating public participation in its Environmental Restoration Program



Environmental Security Technology Certification Program  
<http://estcp.xservices.com/>  
 Provides general information, project descriptions, and documents that describe the program



DOIT (Develop On-site Innovative Technologies) Committee Report  
<http://www.westgov.org/wga/publicat/doitweb.htm>  
 Committee report containing recommendations from committee findings on cooperative approaches to technical solutions

## ENVIRONMENTAL TECHNOLOGY

Environmental technology is yet another focus of the cleanup program and another area in which partnerships are producing benefits for the DERP. By developing better environmental technologies, DoD can reduce costs, accelerate cleanups, and increase the overall effectiveness of the program. Because many site investigations have been completed, DoD knows what the most common site contaminants are (fuels and cleaning solvents in groundwater and heavy metals, such as lead and mercury, in soil and groundwater). Thus, technology development and application efforts can be focused on these specific problems.

DoD has a major role in the collection and dissemination of data on technology availability and performance. By evaluating existing technology programs, and collecting and disseminating data on technology cost and performance, DoD is helping the technology community to meet Defense cleanup needs. During FY97, DoD continued its collaboration with other federal agencies and with local and state governments on developing methods and performance standards to evaluate the effectiveness of new and innovative technologies. DoD's Environmental Security Technology Certification Program closely coordinates with sister programs to ensure that developing technologies are identified, evaluated, tested, and employed to best benefit the DERP.



## Cleanup Program in Action

### *Davis-Monthan Air Force Base*

The environmental staff at Davis-Monthan Air Force Base in Arizona is currently cleaning up a large area of jet fuel-contaminated soil via an innovative, low-cost soil vapor extraction (SVE)/combustion system. Earlier site investigations showed that the jet fuel had migrated from the ground surface to approximately 260 feet below ground at average concentrations of 320,000 mg/kg of total fuel hydrocarbons in the soil.

Vapor extraction and combustion uses an internal combustion engine to extract and burn vapors from the soil using a vacuum generated by the engine. The exhaust gases pass through standard catalytic converters for oxidation before safely exiting to the atmosphere. At Davis-Monthan Air Force Base a full-scale SVE/combustion system using two engines is operating at a total volatile organic compound removal rate of 2,200 pounds per day.

To date, the SVE system has proved to be reliable, versatile, and cost-effective. The Air Force has removed over 225,000 pounds of fuel from the soil and maintained compliance with one of the nation's most stringent emissions standards.

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